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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance

Safety and security of United Nations and associated personnel

Report of the Secretary-General

Summary

The General Assembly, in its resolution 65/132, requested the Secretary-General to submit to it, at its sixty-sixth session, a comprehensive and updated report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of the resolution. The present report provides an update on the safety and security of United Nations personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations of the Assembly contained in resolution 65/132 that fall under its responsibility.

The present report also describes the measures taken by the Department of Safety and Security and the United Nations security management system to continue to advance the strategic vision of a modern, professional security management system to ensure the safety, security and well-being of personnel and the security of United Nations premises and assets to enable the conduct of United Nations activities.

Note: When the report was in the final stages of completion, the United Nations House in Nigeria was attacked by a suicide bomber on 26 August 2011. This heinous attack killed 23 and wounded over 100 people. While this attack falls outside of the period covered by the present report, it is a tragic reminder of the dangers faced by United Nations and associated personnel worldwide and reinforces the recommendations contained in the report.

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I. Introduction

1. In its resolution 65/132, the General Assembly requested the Secretary-General to submit to it, at its sixty-sixth session, a report on the safety and security of humanitarian personnel and protection of United Nations personnel and on the implementation of that resolution. The present report provides an update on the safety and security of United Nations personnel over the past year and on the efforts of the Department of Safety and Security to implement the recommendations of the Assembly contained in resolution 65/132 that fall under its responsibility.

2. The present report contains a detailed analysis of security incidents that affected United Nations personnel[1] in the calendar year 2010 and compares those data, where applicable, to those for 2009. The report also provides information on security incidents in the first six months of 2011. Such analysis provides a clearer picture of the threats and dangers that the United Nations system faces as it delivers its mandate and programmes.

3. The report also describes the measures taken by the Department of Safety and Security and the United Nations security management system to continue to advance the strategic vision of a modern, professional security management system that supports designated officials and security management teams to enable United Nations programmes and activities.

II. Security challenges and threats against United Nations and associated personnel

4. United Nations and associated personnel operated in 2010 and the first half of 2011 in many dangerous situations. Member States and people around the world expected United Nations and associated personnel to be present at major crises, disasters or instances of political upheaval. This was an extraordinary period, with natural disasters such as earthquakes, floods and drought, as well as political unrest that led to both violent and peaceful changes of Government. Although there were fewer casualties from violence among United Nations personnel in 2010 than in previous years, violence in many areas reached very high levels. In many locations around the world, there was an erosion of respect for the understanding that humanitarian and United Nations operations should continue unhindered. Violent attacks on civilians, including humanitarian workers, and on host Governments occurred frequently. Programmes to enhance development, build State institutions and provide humanitarian assistance were delayed or hindered by terrorism and crime. Through it all, dedicated personnel continued to do their best to implement programmes designed to help others. The United Nations security management system focused on enabling, to the greatest extent possible, the United Nations and

[1] For the purpose of the present report, the term "United Nations personnel" refers to all personnel covered by the United Nations security management system, including United Nations system staff, United Nations Volunteers, individually deployed military and police personnel in Department of Peacekeeping Operations- or Department of Political Affairs-led missions, consultants, individual contractors, experts on mission and other officials with a direct contractual agreement with an organization of the United Nations system. The term does not refer to military members of national contingents or members of formed police units when deployed with their contingent.

non-governmental organizations to fulfil their mandates in spite of security threats. New security policies and programmes were put in place, designed to enhance the security of United Nations personnel, notwithstanding that risks are an inevitable part of the United Nations operational model. Security risk is an element to be managed, not merely avoided, and is one of the many challenges faced in the implemention of United Nations programmes worldwide. The United Nations security management system is on the right path but the future is likely to bring new challenges and threats.

A. Personnel affected by security incidents in 2010

5. During the reporting period, the Department of Safety and Security and the United Nations security management system continued to enhance data collection and analysis on security incidents that affect United Nations personnel. The analysis in the present report is therefore derived from enhanced information management capabilities. Accurate data analysis is essential to draw correct conclusions about the security challenges facing the United Nations.

6. The United Nations security management system has responsibility for over 150,000 personnel in more than 170 countries. Some 30,000 United Nations personnel serve at headquarters locations[2] and more than 120,000[3] serve in non-headquarters duty stations, including field offices.

7. Some of the main findings from the analysis of reported significant security incidents[4] in 2010 are:

(a) Of the 150,000 personnel in the United Nations system, 1,438, or about 1 per cent, were affected by significant security incidents;

(b) A total of 24 United Nations personnel lost their lives in significant security incidents, compared to 45 in 2009;

(c) Five personnel lost their lives as a result of violence and 19 others were killed in safety-related incidents, compared to 31 and 14 respectively in 2009;

(d) A total of 232 personnel were injured in significant security incidents (compared to 190 in 2009), 68 as the result of violence and 164 in safety-related incidents;

[2] For the purpose of the present report, "headquarters locations" are defined as headquarters of the organizations of the United Nations system that are members of the United Nations security management system.

[3] These numbers for United Nations personnel are derived from statistics of the organizations in the United Nations common system, headcount of field staff for cost-sharing in the United Nations security management system, staff lists under country-specific security plans and information generated by the "Travel request information process" and are the same as in 2009.

[4] In the present report, "significant security incidents" are reported incidents that adversely affect the United Nations operating environment in a significant way, including robberies, aggravated assaults, acts of intimidation and harassment, crimes against residences, arrests and detentions and safety-related incidents, such as road traffic and aviation accidents. Minor security events affecting United Nations personnel on a daily basis, involving, for example, lost and stolen identification documents, acts of misdemeanour or petty larceny, are not included. See annex I for details on all incidents.

(e) Among the 19 personnel killed and 164 injured in safety-related incidents, 16 died and 147 were injured because of road traffic accidents;

(f) Of all United Nations personnel affected by security incidents, 99 per cent were based in the field.

8. Some of the main conclusions to be drawn from the analysis of these significant security incidents are:

(a) Contrary to 2009, when terrorism was the prime cause of death and injury from violence for United Nations personnel, in 2010, all deaths, and the majority of injuries, from violence were caused by acts of criminality;

(b) United Nations personnel based in high-threat locations were twice as affected by security incidents as those based in low-threat locations;

(c) Road traffic accidents were the primary cause of death and injury of United Nations personnel;

(d) Internationally recruited personnel continued to be disproportionately more affected by security incidents than locally recruited personnel, yet all five United Nations personnel killed by violence were locally recruited;

(e) Female personnel were disproportionately more affected by robbery, crimes at residences, aggravated assault, sexual assault and harassment than their male counterparts.

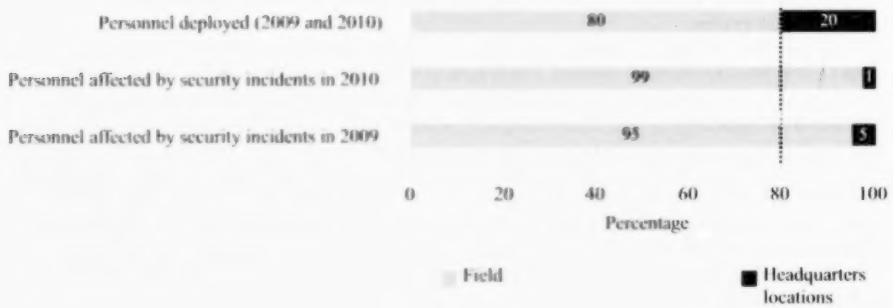
9. In 2010, the United Nations was affected by a catastrophic natural disaster. The earthquake in Haiti killed 58 United Nations personnel and 43 members of the police and military contingents of the United Nations Stabilization Mission in Haiti. This tragic incident was the first instance of mass casualties affecting the United Nations caused by a natural disaster.

I. Significant security incidents affecting United Nations civilian personnel

10. In 2010, approximately 1,438 United Nations personnel, about 1 per cent of the total, were reported to have been affected by significant security incidents. This percentage is similar to that for 2009. Of those affected, 99 per cent were in the field and 1 per cent at headquarters locations (see fig. I).

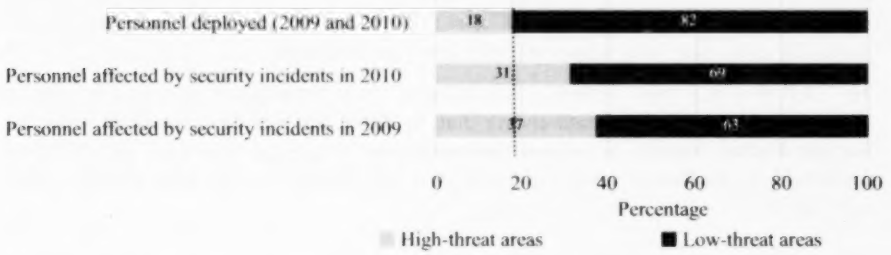
Figure I

Personnel deployed versus personnel affected by security incidents, worldwide (2010 and 2009)



11. Eighteen per cent of all United Nations personnel were deployed to high-threat locations and they suffered 31 per cent of the significant security incidents. This indicates that personnel operating in high-threat locations continue to be disproportionately more exposed to significant security incidents (see fig. II).

Figure II
Personnel deployed versus personnel affected by security incidents in high-threat locations (2010 and 2009)



12. About half of all personnel affected by security incidents were engaged in activities directly related to their official functions with the United Nations when the incidents occurred. The remaining half were affected when off duty (e.g., at their residence or on leave).

2. Critical security incidents caused by violence

13. Of the 1,438 United Nations personnel involved in significant security incidents in 2010, 18.6 per cent (268) were affected by critical incidents, i.e., those resulting in death, injury or abduction. This percentage is similar to that for 2009 (17 per cent).

14. Of those 268 personnel, 85 were involved in incidents of violence. Five were killed and 56 injured by criminal acts, 4 were injured because of acts of terrorism, 8 were injured in hostilities associated with armed conflicts and 12 were abducted. Figure III shows that the number of personnel killed by violence in 2010 was lower than in previous years.

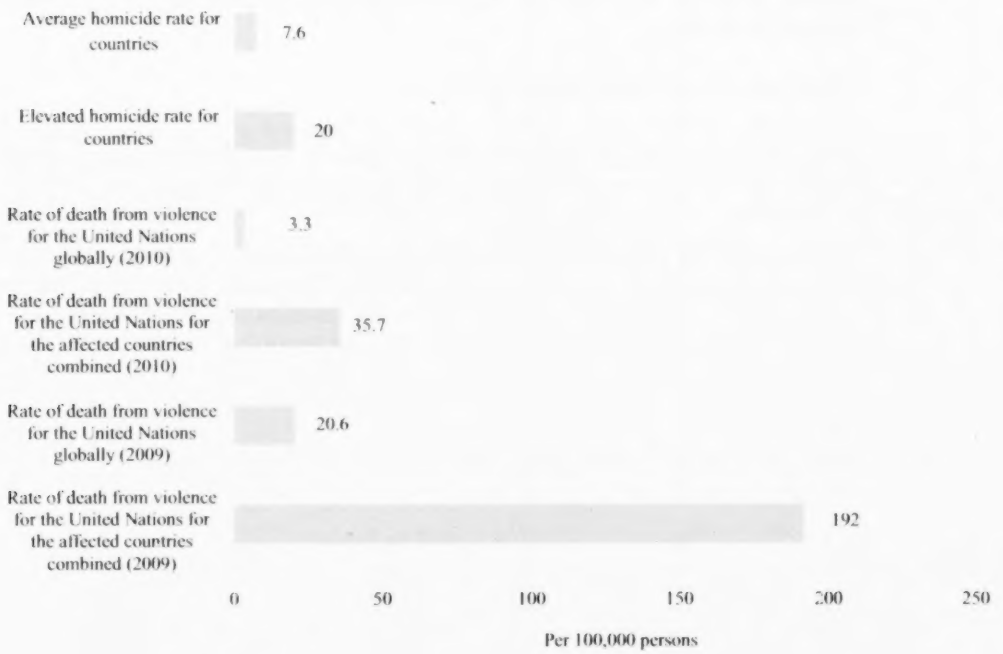
Figure III
Personnel killed by violence (2005-2010)

3. Comparing homicide rates

15. Continuing with the statistical comparisons provided in the previous reporting period, the present report compares casualties among United Nations personnel from violence with violent crime statistics of Member States, using per capita benchmarks. The homicide rate in most countries is between 1 and 10 per 100,000 inhabitants.[5] In countries experiencing elevated levels of violent crime, the homicide rate can be as high as 20 or 30 per 100,000 inhabitants. With 5 United Nations personnel out of 150,000 killed by violence in 2010, the overall rate of death from violence for the United Nations is 3.3 per 100,000 personnel. This is significantly lower than the rate of 20.6 per 100,000 in 2009 and is a rate that is normally associated with countries with low violent crime.

16. All five personnel killed by violence in 2010 were killed in four high-threat countries. Analysis of the data shows that, in 2010, the rate of death from violence for the United Nations for these four countries combined was 35.7 per 100,000 personnel, a rate that is normally associated with countries with high violent crime (see fig. IV).

Figure IV
Comparing homicide rates, 2010 and 2009


Average homicide rate for countries
7.6
Elevated homicide rate for countries
20
Rate of death from violence for the United Nations globally (2010)
3.3
Rate of death from violence for the United Nations for the affected countries combined (2010)
35.7
Rate of death from violence for the United Nations globally (2009)
20.6
Rate of death from violence for the United Nations for the affected countries combined (2009)
192
0
50
100
150
200
250
Per 100,000 persons

[5] The *Global Burden of Armed Violence* report (Geneva, Geneva Declaration Secretariat, 2008), Executive Summary, p. 5, gives the global average homicide rate as 7.6 per 100,000, available from www.genevadeclaration.org.

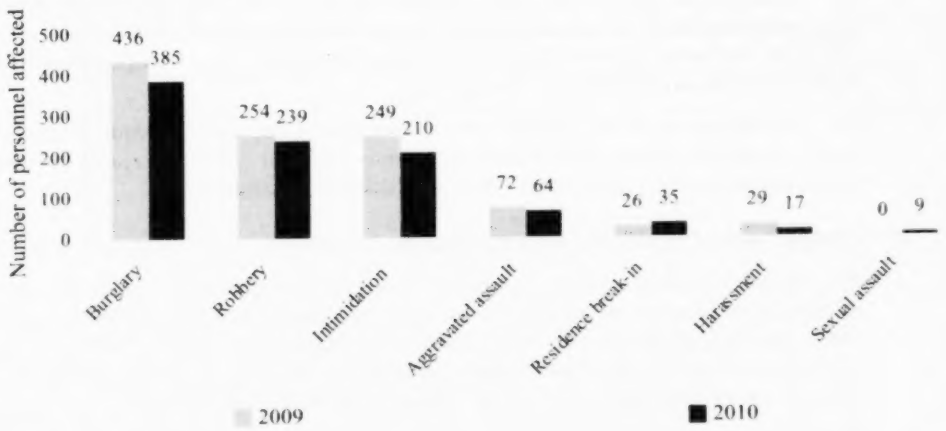
4. Abductions

17. In 2010, 12 United Nations personnel were abducted, compared to 22 in 2009. These abductions occurred in eight countries, 75 per cent of which were high-threat locations. Of the 12 abductions, 9 are known to have been financially motivated. The number of personnel abducted was divided equally between internationally and locally recruited personnel (see fig. VIII below). One protracted hostage situation lasted for three months, while all the others ended within hours or days.

5. Other incidents of violence

18. United Nations personnel were also affected by violence that did not result in death, abduction or injury. In 2010, 239 personnel were affected by robberies, 35 were affected by break-ins to their residences and 64 were subjected to aggravated assault. In 2010, 227 United Nations personnel were subjected to acts of intimidation and harassment. Figure V shows the number of personnel affected by various types of security incident that did not result in injury, abduction or death in 2009 and 2010 (see annex I for more details).

Figure V
Number of United Nations personnel affected by type of security incident (2009 and 2010)



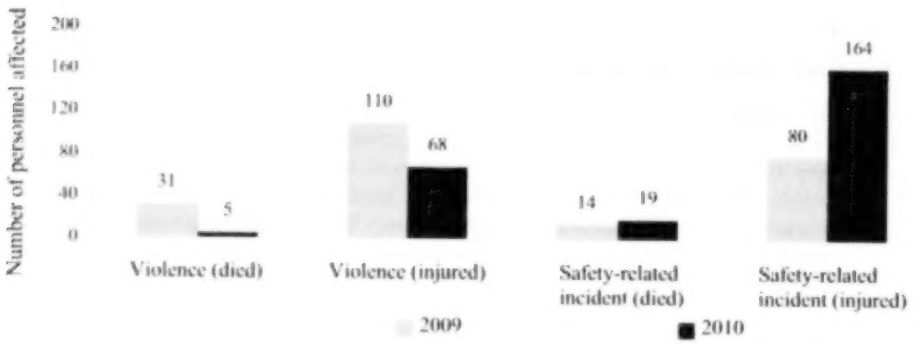
6. Safety-related incidents

19. In 2010, 19 personnel lost their lives and 164 were injured in safety-related incidents, which means that more United Nations personnel were killed and injured in safety-related incidents than by violence. Of these safety-related incidents, road traffic accidents caused 84 per cent (16) of the deaths and 90 per cent (147) of the injuries, making road hazards the primary cause of death and injury of United Nations personnel in 2010.

20. United Nations personnel were also affected by other safety-related incidents. Ten personnel were injured in workplace accidents, two were injured in fires at work and two were injured in an aviation accident. In addition, three personnel died and three were injured during recreational activities.

21. Figure VI compares the number of personnel killed and injured by violence and in safety-related incidents in 2009 and in 2010.

Figure VI
Violence versus safety-related incidents (2009 and 2010)



7. Road traffic hazards

22. About 55 per cent of all United Nations casualties from road traffic accidents were associated with the use of official United Nations vehicles, 29 per cent were related to the use of private vehicles, 7 per cent involved public transportation and 9 per cent of those affected were pedestrians.

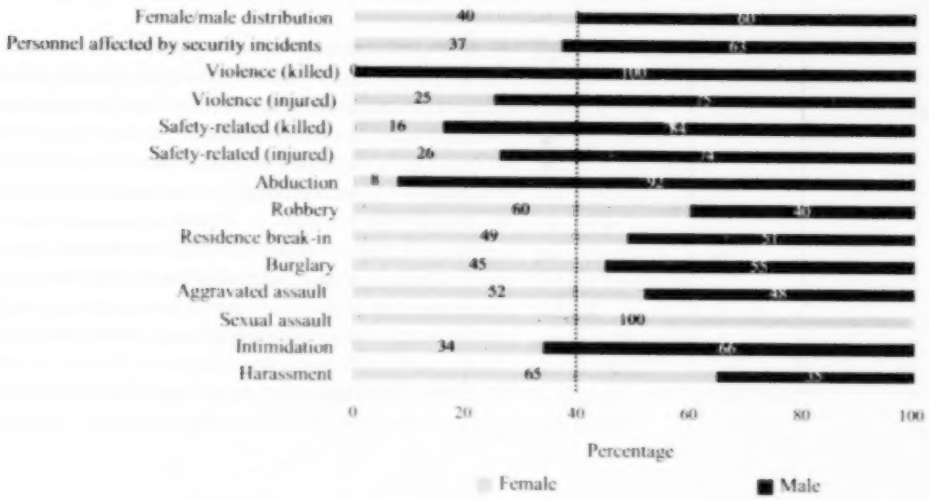
23. In addition to the 16 United Nations personnel killed and 147 injured in road traffic accidents, 33 non-United Nations persons died and 152 were injured in road traffic accidents involving United Nations vehicles in 30 countries.

8. Comparisons of significant security incidents by gender

24. Females comprise 40 per cent of all United Nations personnel and 37 per cent of personnel affected by significant security incidents. Therefore, in 2010, as in 2009, female personnel were less affected by significant security incidents in proportion to their population. Males comprise 60 per cent of all personnel, but 100 per cent of those killed and 75 per cent of those injured by violence.

25. Female personnel were disproportionately more affected by some types of incident. For example, female personnel comprised 60 per cent of the total affected by robberies, 49 per cent of that affected by residential break-ins, 45 per cent of that affected by burglary, 52 per cent of that affected by aggravated assault, 52 per cent of that affected by harassment and 100 per cent of personnel affected by sexual assault. Considering that females comprise 40 per cent of all personnel, they were disproportionately more exposed to the above-mentioned types of incident than male personnel (see fig. VII).

Figure VII
Female and male personnel involved in security incidents (2010)

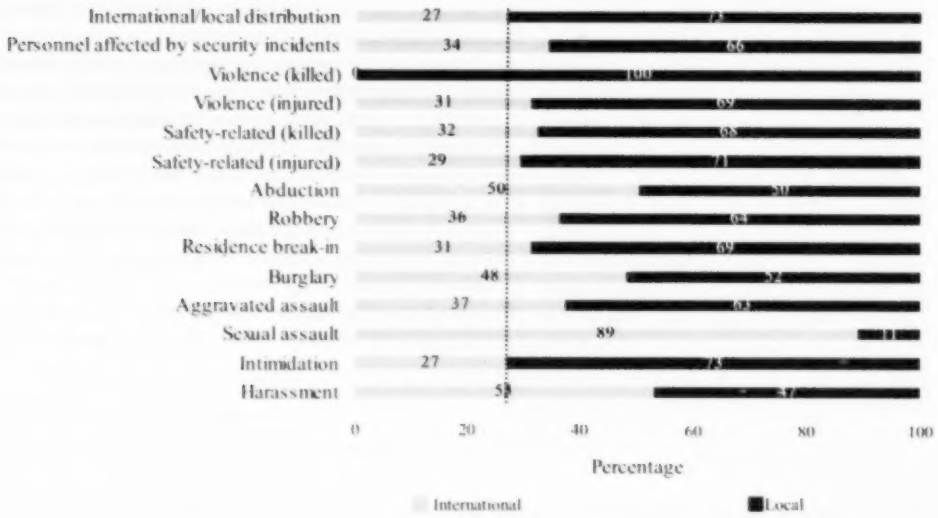


9. Comparisons of significant security incidents among international and local personnel

26. Out of 150,000 United Nations personnel, approximately 27 per cent are internationally recruited and they suffered 34 per cent of significant security incidents. Approximately 73 per cent of personnel are locally recruited and they suffered 66 per cent of significant security incidents. These figures indicate that, in both 2010 and 2009, international personnel were disproportionately more affected by security incidents.

27. However, in 2010, all five United Nations personnel killed by violence were locally recruited. In addition, harassment and intimidation have a greater impact on locally recruited personnel owing to their ties with local communities. Furthermore, in terms of absolute numbers of personnel and the number of incidents to which they were subjected, locally recruited personnel are the most affected, so their security must remain a high priority of the United Nations and host Governments.

Figure VIII
International and local personnel involved in security incidents (2010)



B. United Nations operations in high-threat environments

28. Despite efforts by host Governments, the United Nations system still found itself facing significant security challenges during the reporting period. An understanding of the security challenges that the United Nations faces requires more than the analysis of statistics on United Nations personnel affected by significant security incidents, because many incidents that affected the United Nations did not result in the injury or death of personnel.

29. United Nations personnel were most affected by security incidents in Afghanistan, the Darfur region of the Sudan and Somalia in 2010. There, United Nations personnel were affected by armed conflicts, banditry, abductions, hostage-taking, terrorism, intimidation and harassment, as well as by safety-related accidents. Those locations present extraordinary security challenges to the United Nations and remain a serious concern, especially considering that complex emergencies affecting the local population also occur at these locations.

30. In those three locations alone, there were 26 armed attacks on United Nations premises (including 5 rocket and mortar attacks), 13 attacks using improvised explosive devices, 36 ambushes of United Nations convoys and 31 cases of hijacking of United Nations vehicles.

31. In more than 80 countries, United Nations personnel were victims of robbery, aggravated assault and crime at their residences. In some of those locations also, United Nations personnel were kidnapped.

32. Even under such challenging conditions, sound security principles and practices enabled the United Nations to safely implement programmes, including emergency relief programmes, to support communities in need. The security

principles and practices provided real-time security management guidance and support to United Nations personnel. Those successes were made possible through the cooperation, and in many instances the extraordinary support, of security components of agencies, funds, programmes and organizations that comprise the United Nations security management system.

C. Significant security incidents in the first six months of 2011

33. In the first six months of 2011, 9 United Nations personnel were killed and 46 were injured by violence. Three United Nations personnel were killed during the attack on the office of the United Nations Assistance Mission to Afghanistan in Mazar-i-Sharif. Four internationally recruited contractors were also killed during this attack. Two personnel were killed when United Nations vehicles were ambushed, two were killed as a result of military hostilities and two died because of criminal attacks.

34. Of the 46 United Nations personnel injured, 33 were injured in criminal attacks, 5 were injured as the result of military hostilities, 5 from actions associated with civil unrest and 3 by acts of terrorism. Fourteen United Nations personnel were abducted. Of the 14 abductions, 12 cases are known to be financially motivated. One protracted hostage situation lasted for two months, while all the others ended within hours or days.

35. During the first six months of 2011, 33 United Nations personnel died and 73 were injured in safety-related incidents. Road traffic accidents killed 7 and injured 63.

36. Thirty-two people were killed when a United Nations aircraft crashed in Kinshasa; 20 United Nations personnel and 2 United Nations military personnel on board lost their lives in that tragic accident. Four other United Nations personnel were killed when a military aircraft crashed in the Plurinational State of Bolivia.

III. Respect for the human rights, privileges and immunities of United Nations and other personnel

37. The United Nations security management system is based on the fundamental principle that the primary responsibility for the security and protection of United Nations personnel and their eligible family members and property and the Organization's property rests with the host Government. The General Assembly, in paragraph 15 of its resolution 65/132, requested the Secretary-General to take the necessary measures to promote full respect for the human rights, privileges and immunities of United Nations and other personnel carrying out activities in fulfilment of the mandates of a United Nations operation. The General Assembly also requested the Secretary-General to seek the inclusion, in the negotiation of headquarters and other mission agreements concerning United Nations and associated personnel, of the applicable conditions contained in the Convention on the Privileges and Immunities of the United Nations, the Convention on the Privileges and Immunities of the Specialized Agencies and the Convention on the Safety of United Nations and Associated Personnel. Having entered into force on

19 August 2010, the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel also applies in this regard.

38. The United Nations continued the long-established practice of including in host country agreements provisions on the obligation of the host Government to provide safety and security to United Nations and associated personnel, and references to relevant provisions of the Convention on the Privileges and Immunities of the United Nations and related legal instruments. Recently concluded status-of-forces agreements and those under negotiation by the United Nations include references to the Convention on the Privileges and Immunities of the United Nations and the Convention on the Safety of United Nations and Associated Personnel.

39. In addition, United Nations senior officials continued to discuss with Member States issues relating to the human rights, privileges and immunities and safety and security of United Nations personnel, and to seek their support in improving the operational environment.

40. The Secretary-General urges Governments, in accordance with paragraph 16 of General Assembly resolution 65/132, to cooperate with the United Nations to ensure the timely conclusion of appropriate host country agreements, status-of-forces agreements and other related legal instruments that include adequate provisions on the safety and security of United Nations and associated personnel, including key provisions of, inter alia, the Convention on the Privileges and Immunities of the United Nations and the Convention on the Safety of United Nations and Associated Personnel and the Optional Protocol thereto.

IV. Arrest and detention

41. In 2010, 211 United Nations personnel were detained or arrested, 89 per cent of whom were locally recruited. Of all detentions, 24 per cent (50 cases) were considered job-related, in that the personnel were detained in the course of, or in connection with, their official duties. Most cases were resolved and the detained personnel were released within hours, days or weeks. In only three cases was the United Nations denied access to a detainee and given no reasons for the arrest.

42. The remaining 76 per cent (161) of the cases of arrest and detention were not job-related. In those cases, personnel were detained for alleged civil or criminal offences.

V. Strengthening the United Nations security management system

A. Enhancing security collaboration between the United Nations and host Governments

43. During the reporting period, the Under-Secretary-General for Safety and Security continued to increase contact and dialogue with the relevant authorities of Member States at the country level and at United Nations headquarters locations, in which ways were examined to strengthen collaboration between host Governments

and the United Nations on security issues, including security-related information sharing, threat analysis, risk assessment, contingency planning and other aspects of security risk management, including protective measures for United Nations premises.

44. Through increased interaction with Member States, the Under-Secretary-General for Safety and Security continued to inform them on steps taken and resources required to implement the new strategic direction of the United Nations security management system. The new strategic direction focuses on enabling safe programme delivery through security risk management and a refined and professional information-based security management system. The Department of Safety and Security continues to promote collaboration with host Governments on security as a strategic focus of the United Nations security management system.

45. One of the key areas for collaboration between the United Nations and host Governments is that of holding accountable those responsible for threats and acts of violence against United Nations and associated personnel. The Under-Secretary-General for Safety and Security also held bilateral meetings with the relevant authorities of Member States to impress upon them the need to investigate fully attacks on United Nations and associated personnel, and to bring to justice the perpetrators of such acts. Notwithstanding high-level efforts to bring investigations into such attacks to a successful conclusion, there continue to be many unresolved cases in regard to the arrest, prosecution and punishment of perpetrators.

B. Refining the United Nations security management system

46. The previous report (A/65/344 and Corr.1) highlighted developments and innovations in the continued transformation of the United Nations security management system that was focused on enabling programme delivery by finding ways to keep United Nations personnel where they need to be and as safe as possible. In response, the General Assembly, in its resolution 65/132, welcomed the progress made towards the further enhancement of the United Nations security management system and supported the focus on enabling the United Nations system to deliver its mandates, programmes and activities by effectively managing risks to personnel. The present report illustrates how the United Nations security management system put into operation the fundamental shift in mindset from "when to leave" to "how to stay" and further enhanced the United Nations security management system.

47. Key to the operationalization and further enhancement of the United Nations security management system were the cooperation and collaboration between all members of the Inter-Agency Security Management Network, under the leadership of the Under-Secretary-General for Safety and Security.

1. Abolishment of the security phase system and related changes

48. On 1 January 2011, the security phase system was abolished on the basis of long-standing recommendations. In line with the security risk management approach, the introduction of the security level system provided security managers with an independent and objective tool that was not linked to security measures or security-related entitlements. That change enabled security managers to adopt a

wider range of security measures to address risks to personnel and support United Nations programmes and activities.

49. To support the new approach, the Department of Safety and Security developed a number of new policies. A new policy on evacuation, relocation and alternate work modalities was approved by the Inter-Agency Security Management Network and the High-level Committee on Management. This policy supports more nuanced, context-specific and risk-based decisions on how and when to move personnel or eligible family members away from situations of unacceptable risk and provides support to designated officials in discharging their responsibilities. This kind of flexibility was not possible under the security phase system.

50. A new policy on security clearances and a streamlined, user-friendly computer-based system (the "Travel request information process") were developed to facilitate the process of submitting and obtaining security clearances. The new policy and the new software system resulted in increased registration of official United Nations travel.

51. The efficient implementation of the "Travel request information process" for security clearances and the promulgation of the new policy on evacuation and relocation assisted managers to respond quickly and effectively to a range of challenging security situations in the first half of 2011, most notably in the Middle East and North Africa.

52. The abolition of the security phase system also required new approaches and enhanced coordination with the Human Resources Network of the High-level Committee on Management to ensure that the remuneration of United Nations system personnel and eligible family members in relocation or evacuation status is granted in line with the policy changes in the security management system.

2. Road safety initiatives

53. In response to ongoing concerns about the impact of road safety hazards on United Nations personnel and others, as well as in response to a request of the General Assembly in paragraph 23 of resolution 65/132, the Department of Safety and Security drafted a road safety policy that was approved by the Inter-Agency Security Management Network. This policy encompasses the various road safety policies and initiatives of the organizations of the United Nations security management system, including the United Nations Secretariat's administrative instruction on road and driving safety (ST/AI/2010/06). The policy outlines the approach of the United Nations security management system to managing risks from road traffic hazards (for example, through better planning and support of medical response) and details the responsibilities of United Nations system organizations and United Nations drivers and passengers for preventing road traffic accidents and for mitigating their effects if they happen. The policy also emphasizes that unsafe driving practices and road traffic accidents involving United Nations vehicles can generate resentment among the local population towards the United Nations and potentially cause additional security incidents. If the policy is approved by the High-level Committee on Management, this will be the first time that the United Nations system has a unified policy on road safety. This will permit more effective system-wide road safety training and awareness campaigns.

54. In response to the General Assembly's request in regard to the strengthening of data collection and analysis concerning road traffic accidents involving United Nations personnel and vehicles, as well as non-United Nations civilians affected by accidents involving United Nations vehicles (see resolution 65/132, para. 23), the Department of Safety and Security adjusted its security incident reporting requirements, which resulted in the collection of better data on road traffic accidents, as detailed in previous sections above.

3. Measures to improve the safety and security of locally recruited personnel

55. During the reporting period, the security and safety of locally recruited personnel remained an important issue for the United Nations and Member States and a priority for the United Nations security management system. During crises, the United Nations security management system demonstrated a unified sense of purpose in supporting locally recruited personnel. Designated officials, in consultation with security management teams, identified relocation options for locally recruited personnel and their eligible family members when necessary. Considerable success was achieved in establishing vital and sustainable communication links with locally recruited personnel throughout crises. The United Nations system provided salary advances when necessary and implemented alternate work modalities in some cases. The welfare of locally recruited personnel was a paramount concern during crises and the Department of Safety and Security provided improved modalities and a wider scope of stress counselling for locally recruited personnel affected by crises. The Department of Safety and Security and the United Nations security management system are continuing to identify areas in which to provide greater support to locally recruited personnel, including the enhancement and wider application of security training.

4. Measures to improve the safety and security of female personnel

56. It was previously reported to the General Assembly that the Inter-Agency Security Management Network had endorsed a special security-training package for female personnel (see A/65/344, para. 60). During the reporting period, the training package, entitled "Women's security awareness training", was posted on the United Nations security management system website for use by trainers system-wide. The World Food Programme spearheaded this training initiative, which addresses security for women and promotes gender awareness. The topic is being presented to all newly recruited security officials.

5. Other United Nations security management system developments

57. The Department of Safety and Security re-examined the recommendations of the Independent Panel on Safety and Security of United Nations Personnel and Premises Worldwide during 2010 and the first half of 2011. The Department conducted pilot tests of three initiatives to strengthen host country collaboration on security issues, focusing on host country agreements, host country liaison committees and model host country security agreements. The pilot tests showed that those initiatives would not be feasible and would not adequately address the root issues regarding host country collaboration. The Inter-Agency Security Management Network agreed to explore a more holistic approach to strengthening collaboration with host country authorities that would involve the inclusion of host country collaboration in security management training and compliance evaluations,

enhanced communications with Member States and the development of a methodology that would provide a reliable picture of host country collaboration and allow for focused remedial action.

58. The Independent Panel recommended a revision of the 2007 framework of accountability for the United Nations security management system. The General Assembly, by its resolution 65/260, took note of the revised framework submitted in the Secretary-General's report in 2010 (A/65/320 and Corr.1). Subsequently, the Department of Safety and Security disseminated the revised framework throughout the United Nations security management system. Executive heads of United Nations system agencies, funds, programmes and organizations were requested to distribute the revised framework within their respective organizations, and designated officials and members of security management teams were also requested to distribute the revised framework to all personnel in the field. In addition, following an earlier decision by the Chief Executives Board for Coordination in October 2009, organizations within the United Nations security management system were reminded to establish their own internal frameworks of accountability for security. To date, 11 United Nations security management system organizations have already done so.

VI. Contributions of the Department of Safety and Security to the security of personnel

59. The Department of Safety and Security continued to advance its strategic vision of a modern, professional security department that supports designated officials and security management teams to enable United Nations programmes and activities. Building on its achievements during 2009 and the first half of 2010, the Department continued to enhance significantly its field support, policies, recruitment, training and information gathering and analysis.

A. Field support

60. The Department supported the field by increasing the protection available at premises where United Nations personnel work and live, including by conducting reviews of security systems and making recommendations to enhance protection or that facilities and residences in high-risk places be relocated to safer locations. It spearheaded efforts to provide better equipment, including personal protection equipment, armoured vehicles and communications, in support of programmes in the field.

61. The Department developed a broader evaluation process to assess the effectiveness of the whole United Nations security management system in field locations. Compliance evaluation teams visited 19 duty stations and conducted evaluations at 841 agency, fund and programme locations. The Department continued to deploy compliance readiness review missions on short notice to obtain a clear and accurate snapshot of how the local security management system works on a day-to-day basis. It also launched a minimum operating security standards self-assessment web-based application to enhance the security management capacities at field locations.

62. The Department coordinated the security of 116 large conferences away from headquarters locations. The Department also undertook a review of the physical security arrangements at each headquarters duty station and developed a methodology for peer-review assessment of security measures. In addition, the United Nations Security and Safety Services Network endorsed a standard access control identification system for global implementation.

63. The Department continued to address the psychosocial needs of United Nations personnel and to enhance the operational readiness and capacity of the United Nations system regarding critical incident stress management. The Department supported 13,325 personnel in 30 duty stations with critical incident stress management services, as well as training 1,389 managers to strengthen their responsiveness to the psychological needs of their personnel. Department counsellors responded to a significant number of critical incidents, including four hostage incidents in the Sudan, civil unrest and inter-ethnic violence in Kyrgyzstan, a restaurant bombing in Uganda, the attack on the United Nations compound in Mazar-i-Sharif, the protracted crisis in Côte d'Ivoire and the crises throughout the Middle East and North Africa. The Department was required to respond with critical incident stress management services to multiple crises simultaneously.

64. Those crises underlined the importance of the critical incident stress intervention cells that the Department established during the reporting period. The cells comprise trained counsellors, family focal points and peer helpers. They were able to respond more quickly and more effectively in such locations as the Democratic Republic of the Congo and the Sudan than in such locations as Tunisia, Egypt, Libya and the Syrian Republic, where there were not adequate resources for the where appropriate critical stress management structure.

65. Capacity-building, advocacy and improved inter-agency cooperation were key to the Department's sustainable support system for the psychosocial needs of United Nations personnel. The Department trained 87 mental health professionals in the Middle East, West African, Caribbean and Latin American regions. This meant that more than 50 security management teams were able to access the services of mental health professionals in their areas of responsibility. The Department also organized the sixth annual meeting of Secretariat-affiliated counsellors at which 44 counsellors from United Nations Headquarters, the United Nations Office at Vienna and agencies, funds, programmes and organizations worked towards harmonizing their interventions and procedures. The benefit of system-wide coordination among counsellors was particularly notable following the attacks in Afghanistan, the plane crash in the Democratic Republic of the Congo and the crisis in Côte d'Ivoire.

66. The Department worked closely with the Office for the Coordination of Humanitarian Affairs in the preparation and implementation of the Office's study of best practices for enabling humanitarian operations in complex security environments. The report from that study[6] was widely distributed within the Department. The Department will also examine the feasibility of incorporating the applicable recommendations of the study in security management policy and practice.

[6] "To Stay and Deliver — Good practice for humanitarians in complex security environments", available from http://ochanet.unocha.org/p/Documents/Stay_and_Deliver.pdf.

67. The Department became a key contributor to the work of the International Civil Service Commission and the Human Resources Network of the High-level Committee on Management in respect of hazard pay and the security component of duty station classification for the purpose of the hardship allowance. The Department further enhanced its role by providing practical, technical and policy advice to ensure the smooth and clear implementation of security and human resources policies across the United Nations common system. That enhanced role was critical in view of the abolishment of the security phase system and the harmonization of the conditions of service of personnel of the organizations of the United Nations common system serving in non-family duty stations (see General Assembly resolution 65/248).

B. Policies and guidelines

68. The Department continued its ongoing initiative to support the United Nations security management system with sound security policies that conform to the risk management philosophy, including by transiting from the current *Field Security Handbook* to the new *Security Policy Manual*. The Department launched the security policy portion of its web portal, which provides security managers and all personnel access to up-to-date security-related policies.

69. The Department established global standards for operations of the Security and Safety Services under the Department of Safety and Security, ranging from providing security at major facilities and implementing successful close protection programmes to supporting the complex security needs in relation to high-level events. It updated the "Guidelines on external conferences", prepared a United Nations weapons manual to complement the revised policy on the use of force and prepared guidelines on fire safety and prevention. The "Manual of guidance on protective services" and the close protection training programme were promulgated to the entire security management system.

C. Recruitment

70. The Department undertook a major recruitment campaign to extend support to the field and the geographical coverage of its security officials by filling 97 new posts that had been approved by the General Assembly for the biennium 2010-2011. As a result, the Department appointed 36 security coordination officers, 29 local security assistants, 10 security information analysts for the Department's 5 security information operation centres and 9 stand-alone analysts. The Department headquarters also enhanced its analytical support for the field with four additional analysts in New York. Special emphasis was placed on improving gender balance and geographic diversity among security officials. In addition to 15 cost-shared counselling posts, five new critical incident stress counsellors were recruited in Bolivia (Plurinational State of), Chile, Peru, Somalia and Zimbabwe. The Department recruited an Aviation Risk Management Officer at its headquarters to provide advice to the United Nations system on air travel safety and to develop a methodology to identify and assess aviation risks for all United Nations personnel using international and domestic commercial passenger airlines.

D. Training

71. To enhance the decision-making capacity of senior security managers in the field, the Department continued to place high priority on training for designated officials and security management teams. The Department trained 38 designated officials and 507 security management team members during the reporting period. Since 2009, the Department has provided security management training for 108 designated officials, 91 of whom are still serving in that capacity.

72. In preparation for the official launch of the new security level system on 1 January 2011, the Department conducted extensive training on the new system, targeting designated officials, security management teams and security advisers in high-threat countries. In addition, training on the new system was provided for security officers at regional conferences.

73. The Department conducted its country-specific training programme, "Secure and safe approaches in field environments", for 4,725 United Nations personnel in 21 countries, bringing the total number of personnel trained since 2009 to 8,704. That training imparts country-specific security knowledge, including on cultural awareness issues, to lower the risks to United Nations personnel serving in the location in question and continues to be an efficient and cost-effective way to conduct security training; 211 international and local security professionals were certified as trainers in "Secure and safe approaches in field environments".

74. The pilot training cell in Nairobi was effective in providing timely training for United Nations personnel in Africa, Asia and the Middle East while greatly reducing administrative costs. United Nations security management system training and mobile medical team training has been reinforced and the programme has been expanded to its authorized level.

75. The Department increased the number of specialized training courses for security analysts from two to six, training 44 of its own personnel and 74 personnel from other organizations in the United Nations security management system.

76. The Department conducted a course in Romania for close protection officers, and 54 United Nations security officers were trained during the reporting period. Another area of specialized training is that of hostage incident management, where the Department provided training to 113 personnel from the Department of Peacekeeping Operations, the United Nations Office for Project Services, the United Nations Development Programme, the World Food Programme, the United Nations Mission in the Sudan, the African Union/United Nations Hybrid Operation in Darfur and the United Nations Assistance Mission in Afghanistan.

77. The Department introduced a new security awareness campaign called "SAFEUN" at 11 headquarters duty stations. It was designed by the United Nations Office for Project Services and is intended to enhance the safety and security awareness of United Nations personnel.

E. Information gathering and analysis

78. Through greater use of geographic information systems and data collection and building on its expanded network of analysts globally, the Department was better able to conduct vital analyses of security situations, provide security advice more

effectively to a wider range of stakeholders and enhance its collaboration with its implementing partners. In order to continue to build an information-based security management system, the Department started to integrate data from different applications (e.g., the security level system, the premises vulnerability questionnaire, the travel request information process) into a consolidated management tool to enable security managers to make more efficient and effective security-related decisions. The launch of the new security clearance portal called the "Travel request information process", in parallel with the introduction of the security level system on 1 January 2011, was the first step in this consolidation process. The number of security clearances processed through the new tool, approximately 4,000 per day, represents an almost 100 per cent increase over the previous systems.

79. The investment in the expansion of the Department's security information operation centres and in the training on the new security level system for security management teams, designated officials and a range of officials throughout the United Nations system, as well as the improved management of information all contributed to the effective management of security risks while achieving programmatic goals.

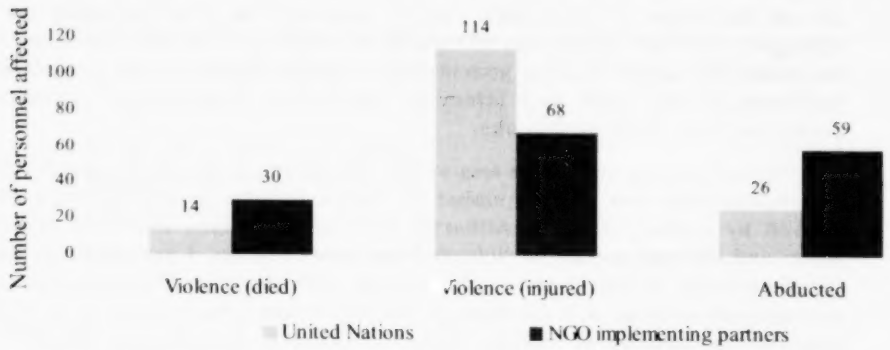
VII. Security collaboration between the United Nations and non-governmental organizations

80. Information received by the Department shows that non-governmental organization (NGO) personnel faced more significant security challenges in 2010 than did the United Nations. Although reporting on incidents affecting NGOs in general is not standardized, the information received from United Nations NGO implementing partners[7] shows that, from 1 January 2010 to 30 June 2011, 30 personnel of implementing partners were killed and 68 injured by violence. During the same period, 59 implementing partner personnel were abducted (see fig. IX). These numbers are similar to those for the previous reporting period. Annex III provides details about personnel of implementing partners affected by significant security incidents.

[7] An implementing partner is defined as an NGO that has entered into an agreement with a United Nations system organization to implement a particular project or programme.

Figure IX

United Nations versus non-governmental organization implementing partner personnel affected by significant security incidents (1 January 2010-30 June 2011)



81. During the reporting period, the Inter-Agency Standing Committee Steering Group on Security/Saving Lives Together Task Force revised the Saving Lives Together framework, with the aim of streamlining the recommendations and providing clear guidance on roles and responsibilities. This process highlighted the need for reliable funding to meet the growing demand for security collaboration. Subsequently, for the first time since Saving Lives Together was established, donors funded the Department's efforts to support the framework. As a result, the implementation of the Department's NGO liaison capacity project is making good progress. This initiative has the strong engagement and support of all Saving Lives Together partners, including United Nations humanitarian agencies and more than 300 international NGOs linked to four major NGO consortia (Interaction, the International Council of Voluntary Agencies, the Steering Committee for Humanitarian Response and the European Interagency Security Forum).

82. To expand its support for security collaboration with NGOs, the Department created 13 new posts for liaison officers, who work in the Saving Lives Together framework to provide security support to the United Nations international NGO partners operating in the humanitarian cluster system. These liaison officers also perform a number of duties relating to the "Saving Lives Together" project. Two liaison officers are based at the Department's headquarters, eight have been deployed to the field and three are still in the recruitment process. The selection process and training for the liaison officers is as rigorous as for other security officials in the Department. Feedback from implementing partners indicates that the liaison officers have been successful in making the "Saving Lives Together" project workable in the field.

83. Donors have supported the establishment of the International NGO Safety Office, based in the United Kingdom of Great Britain and Northern Ireland, to coordinate the actions of NGO security platforms in such locations as Afghanistan, Gaza, Pakistan and Somalia. This office, together with the Department's liaison officers and NGO safety platforms, creates a powerful security management tool for the benefit of the humanitarian community.

VIII. Observations and recommendations

84. **I remain concerned at the number of United Nations and associated personnel affected by security incidents. I am greatly distressed by the death of 24 and the injury of 232 United Nations personnel in 2010, including the 5 colleagues who were killed and 68 injured by violence. I am also distressed by the death and injury of other humanitarian relief personnel. I was profoundly saddened by the death and injury of our United Nations and associated personnel in the Haiti earthquake.**

85. **While I deeply regret the loss of life and injury, I am encouraged by the substantial reduction in the number of United Nations personnel killed and injured by violence in 2010. Although the United Nations continues to face direct and indirect threats of violence from many sources, I am confident that the Department of Safety and Security, along with the United Nations security management system, will continue to develop sound and innovative ways to improve the security of United Nations personnel, including in high-threat locations. Such constant vigilance is important because the United Nations will continue to face these threats, as well as new and at present unknown threats, in the future.**

86. **I commend how these sustained efforts to keep our personnel safe have allowed the United Nations to continue to implement its programmes and mandates even in the most challenging of environments. I am encouraged by the continual refinement of the United Nations security management system, including the development of new policies following the abolition of the security phase system, and by the flexibility that these new policies give designated officials to manage the security problems they face. I cannot overemphasize the importance of security collaboration between the United Nations and host countries on contingency planning, information sharing and risk assessment, as a strategic priority of the United Nations security management system.**

87. **I am encouraged by the continued refinement and implementation of the "Saving Lives Together" framework and other steps to improve security collaboration between the United Nations and NGOs. I reiterate my call to Member States, as both hosts and donors, to provide full support to this important security initiative.**

88. **While the United Nations, in cooperation with the humanitarian community will continue to intensify efforts to refine the security management system, the support of host Governments and local authorities remains the first line in the protection of United Nations and associated personnel. I urge all Member States to take concrete steps, at the national and international levels, to ensure, through their individual and collective actions, the safety and security of United Nations and associated personnel.**

89. **I call on Member States to continue observing the internationally agreed principles on the protection of United Nations and associated personnel. I reiterate that, in conducting critical humanitarian activities and in operating in high-threat environments, including conflict situations, United Nations and associated personnel will often be exposed to high risks. I continue to stress that managing those risks in key locations in the world, whether for regular**

activities or for sudden-onset emergencies, will require security investments commensurate with programme needs.

90. **I request all Member States that have not already done so to ratify or accede to the Optional Protocol to the Convention on the Safety of United Nations and Associated Personnel.**

91. **I urge Member States to continue to facilitate administrative, visa and customs procedures for United Nations personnel and programmes, particularly for humanitarian emergencies and in high-threat environments.**

92. **On behalf of all United Nations personnel, I wish to express my deep appreciation to the Member States for their ongoing support to the Department of Safety and Security, and I am optimistic that Member States and the United Nations system will continue to take the necessary steps to strengthen pragmatic approaches to safety and security issues.**

93. **On behalf of the United Nations, I wish to express my deep condolences to the families of all United Nations and associated personnel, and all humanitarian personnel, who have lost their lives in the line of duty, and I highly commend those who continue to work in challenging and dangerous conditions.**

94. **I wish to recommend that the General Assembly remain seized of the issue of the safety and security of United Nations and associated personnel and continue its support to the United Nations security management system.**

Annex I

United Nations personnel affected by security incidents from 1 January to 31 December 2010

Category of security incident	*Number of personnel affected*	*Internationally recruited personnel*	*Locally recruited personnel*	*Male personnel*	*Female personnel*	*Number of countries concerned*	*Circumstances of security incidents*
Loss of life of personnel as a result of acts of violence	5	—	5	5	—	4	All casualties were victims of crime, high-threat duty stations (4)
Loss of life of personnel as a result of safety-related incidents	19	6	13	16	3	14	Traffic accident (16), other accident (3), high-threat duty stations (6)
Injury of personnel as a result of acts of violence	68	21	47	51	17	29	Terrorism (4), armed conflict (8), crime (56), high-threat duty stations (27)
Injury of personnel as a result of safety-related incidents	164	47	117	121	43	53	Traffic accident (147), other accident (17), high-threat duty stations (32)
Abduction[a] of personnel	12	6	6	11	1	8	High-threat duty stations (8)
Robbery[b] of personnel	239	86	153	95	144	55	High-threat duty stations (29)
Residence break-in[c]	35	11	24	18	17	16	High-threat duty stations (9)
Aggravated assault[d] of personnel	64	24	40	31	33	29	High-threat duty stations (27)
Sexual assault of personnel	9	8	1	—	9	6	High-threat duty stations (2)
Burglary[e] of residence	385	186	199	213	172	83	High-threat duty stations (83)
Intimidation[f] of personnel	210	57	153	139	71	52	High-threat duty stations (99)
Harassment[g] of personnel	17	9	8	6	11	10	High-threat duty stations (5)
Arrest[h] and detention of personnel	211	34	177	194	17	51	High-threat duty stations (115)
Total	**1 438**	**495**	**943**	**900**	**538**		**High-threat duty stations (446)**

[a] Act of restraint through the use or threat of force or through fraudulent persuasion, including hostage-taking involving demands as conditions for liberation, executed by non-State actors.
[b] Act or instance of unlawfully taking property by the use of violence or threat of violence.
[c] Unauthorized and forceful entry with intent to commit felony or crime, aggravated by use of force and or physical assault.
[d] Unlawful act which places personnel, without consent, in fear of immediate bodily harm or battery.
[e] Unauthorized and forceful entry with intent to commit felony or crime.
[f] Act of making timid or fearful or of deterring by threats.
[g] Systematic and/or continued, unwanted and annoying actions which serve no legitimate purpose, causing substantial emotional distress.
[h] Acts executed by State actors.

Annex II

Comparison of security incidents that affected United Nations personnel in 2009 and 2010

Category of security incident	*2009*	*2010*
	Number of personnel affected	
Loss of life of personnel as a result of acts of violence	31	5
Loss of life of personnel as a result of safety-related incidents	14	19
Injury of personnel as a result of acts of violence	110	68
Injury of personnel as a result of safety-related incidents	80	164
Abduction of personnel	22	12
Robbery of personnel	254	239
Residence break-in	26	35
Aggravated assault of personnel	72	64
Sexual assault of personnel	—	9
Burglary of residence of personnel	436	385
Intimidation of personnel	249	210
Harassment of personnel	29	17
Arrest and detention of personnel	163	211
Total number of United Nations personnel affected	**1 486**	**1 438**

Annex III

Critical and severe security incidents affecting personnel of United Nations NGO implementing partners in the period 1 January 2010-30 June 2011

Category of security incident affecting NGO implementing partners	*Number of personnel affected*
Loss of life as a result of acts of violence	30
Injury as a result of acts of violence	70
Abduction	59
Other security incidents	119
Total (as reported to the Department of Safety and Security)	**278**